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novel and intricate questions initially litigated in the interim. In addition, the second edition contains a separate treatment of the three Acts of Congress set forth in its title, and discusses them in the order named, the importance of each determining its respective priority.

Considerably over half of the work is devoted to the Federal Employers' Liability Act; which is presented in all its various ramifications. The constitutional power of Congress to legislate concerning the relation of master and servant, so long as the same is limited to its direct connection with interstate commerce; under what circumstances such a relation is deemed to exist; the fact and reason for the preponderance of the Act over all state laws relating thereto; the abolition or qualification of the familiar common law; and the doctrines concerning non-assignable duties of the master; are all set forth in comprehensive detail, with satisfying conclusions substantiated by cogent reasoning and abundant authority. The beneficiaries under the Act, questions of jurisdiction, pleading, evidence and damages, all receive discussion commensurate with their importance.

The "Safety Appliance" and "Hours of Service" Acts receive in this work the first adequate and comprehensive discussion so far offered to the profession. The treatment of these two Acts—the particular importance of the former in determining a carrier's liability for an injury to an interstate employee under the Employers' Liability Act being well attested by the number of decisions construing its provisions—is highly gratifying, in the light of their complicacy and the conspicuous dearth of text-book authority.

The reasoning, in places, and the ultimate conclusions arrived at, chiefly in respect to academic questions, undoubtedly give ground for the scholar to differ from the author. However, concerning the practical questions which in the main determine liability, the law as laid down by the courts is set forth, and where there is conflict of authority the better doctrine is given, with illustrations, quotations and reasons therefor.

The work far surpasses in accuracy and exhaustiveness any book on the subject so far published, and contains an index so complete in every detail as to show the labor of an expert.

W. P. HAZLEGROVE.

PRINCIPLES OF AMERICAN STATE ADMINISTRATION, by John Mabry Mathews. (New York: D. Appleton and Company, 1917, pp. xiv, 534.)

The study of administration as a separate branch of political science is of comparatively recent origin and this volume is the first in its field. Monographs have been written on certain states and on the administration of certain functions throughout the nation, but there has been no attempt to discuss the whole subject and deduce certain underlying principles.

Between *Politics* and *Administration* a distinction—first adequately stressed by President Goodnow—may be very clearly drawn. *Politics* is concerned with the formulation of policy and *Administration* with carrying it out. Thus, in this volume there is no treatment of the political

theories back of the state constitutions, the forms of governments, the development of the powers of the governor, the legislature and the judiciary, suffrage, elections, or such newer expedients as direct legislation.

But in its particular field, Professor Mathews' book is well done. It is divided into four parts. The first sets forth general principles, describing the growth of state functions, the separation of powers, forms of control over the administration, and centralization. The second part deals with the organization of the administration, paying particular attention to the governor and outlining the methods of appointing state officers and commissions, their removal, and the civil service. The functions of administration which are described include taxation and finance, education, charities and corrections, public health, the enforcement of state law, the administration of justice, and newer problems like corporation control and the administration of labor laws. A concluding part deals with the reorganization of state administration and recommendations are made looking toward greater efficiency. Improvement can be achieved by the short ballot, the regrouping of services, further executive control, and a readjustment of the relation between executive and legislature with more authority to the former.

Professor Mathews' volume is designed as a textbook for use in college courses and it is admirably adapted for that purpose, since it is accurately and clearly written. Within its restricted scope, it is complete and well done.

DIGEST OF THE WORKMEN'S COMPENSATION LAWS IN THE UNITED STATES AND TERRITORIES, WITH ANNOTATIONS, 1916 Supplement, by F. Robertson Jones. (New York: Workmen's Compensation Publicity Bureau, 1916, pp. 34.)

The most remarkable, and probably the most valuable, feature of this digest is a unique mechanical arrangement whereby the law of each jurisdiction in which a workmen's compensation law has been enacted is analyzed under forty-five headings covering all the essential features of such laws. It seems to have been the original plan of the compiler and publishers to publish each year a revised edition of the entire digest and incorporate in it the new statutes and decisions. But, owing to the fact that comparatively few statutes were enacted in 1916, they adopted the plan of issuing merely a supplement to the previous edition. This supplement is revised to November 1, 1916, and embodies a digest of the new laws passed up to that time (Kentucky, Porto Rico and United States), as well as those amended during the year (Louisiana, Maryland, Massachusetts, New Jersey and New York); a long list of the many new cases reported up to September 1, 1916; the personnel of the various boards and commissions; and a colored map indicating what character of legislation, if any, has been adopted in each state. It is undoubtedly a valuable and indispensable addition to a truly useful digest; but it would seem that the chief value of the unique mechanical scheme of the digest was unduly sacrificed by publishing a supplement instead of a revised edition of the entire work.

W. W.